DOCUMENT RESUME

ED 202 385 HE 013 901

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| AUTHOR | Clemow, Bice |
| TITLE | Second Annual Inservice Education Program (IEP) Invitational Seminar for Members of Statewide Coordinating and Governing Boards: Notes (Afton, Oklahoma, August 1980). |
| INSTITUTION | Education Commission of the States, Denver, Colo. Inservice Education Program.; State Higher Education Executive Officers Association. |
| SPONS AGENCY | Kellogg Foundation, Battle Creek, Mich. |
| REPORT NO | IEP-908 |
| PUB DATE | Aug 80 |
| NOTE | 21p. |
| EDRS PRICE | MF01/PC01 Plus Postage. |
| DESCRIPTORS | *Accountability; College Planning; *Financial Problems; Governance; *Government School Relationship; *Higher Education; Inservice Education; Long Range Planning; Retrenchment; State Agencies; *State Boards of Education; *Statewide Planning |
| IDENTIFIERS | *Seminars for State Leaders Postsec Ed (ECS SHEEO) |

ABSTRACT

Notes on a 1980 seminar for members of statewide coordinating and governing boards are presented as part of an inservice education program. Speakers and participants spoke on such topics as the relations among universities and governments in a time of increasing accountability, institutional reactions under conditions of fiscal stress, and possibilities of enhancement of relationships among statewide boards and their constituents. The keynote speech by Lord Asa Briggs indicated the international scope of the dilemmas facing those governing and administering higher education during a time of pressure for public accountability created by lowering enrollments and funding restraints. Lyman A. Glenny described his study of response to fiscal stress by 10 California institutions. He documented uneven enrollment trends and suggested that public institutions that are expanding are not having their growth adequately funded. Richard Ingram addressed the role of trustees and regents in the institutional response to stress and described a five-year planning document at Plattsburg State University of New York. Robert Lewis considered the relationship between trustees and college executives, and Robert Berdahl argued that "deparochialization" of academic disciplines must be one key goal for any statewide board. E. T. Dunlap traced the progress of the IEP with W. K. Kellogg and Frost Foundations funding and solicited affirmation of the continuation of similar programs. A seminar schedule, a list of participants, and memorable quotations from the seminar are included. (SW)

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# Second Annual Inservice Education Program (IEP) Invitational Seminar for Members of Statewide Coordinating and Governing Boards

**Shangri-la • August 11-12, 1980 • Afton, Oklahoma**

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## NOTES

## Major Topics

- **Relations Between Universities and Governments in Time of Increasing Accountability**
- **Institutional Reactions Under Conditions of Fiscal Stress**
- **How Might Statewide Boards Continue to Enhance Relationships With Their Constituents?**

IHE 013 901

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## INSERVICE EDUCATION PROGRAM (IEP)

The Inservice Education Program (IEP), a project of the Postsecondary Education Department of the Education Commission of the States (ECS), provides a special service. The program brings together educators, government officials and other interested individuals to address common problems facing postsecondary education in the states. Services include seminars, conferences and meetings where statewide decision makers join with the most knowledgeable researchers and practitioners in the field for in-depth examinations of priority issues in postsecondary education.

IEP is sponsored by ECS and the State Higher Education Executive Officers (SHEEO). It is supported primarily by grants from the W.K. Kellogg and Frost Foundations with additional funds from ECS, SHEEO and meeting registrations fees.

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## FOREWORD

The Second Annual Inservice Education Program Invitational Seminar for members of statewide coordinating and governing boards in conjunction with the annual State Higher Education Executive Officers (SHEEO) meeting provided two days of provocative, stimulating sessions at Shangri-la in Afton, Oklahoma, August 11-12, 1980. The following evaluative memorandum by Bice Clemow highlights the reactions and comments of a rich mix of members of boards, including Robert Lewis, Chairman of the Association of Governing Boards of Universities and Colleges; scholars of higher education; a state legislator; and leading SHEEO members. Speakers and participants spoke on such topics as the relations among universities and governments in a time of increasing accountability, institutional reactions under conditions of fiscal stress and possibilities of enhancement of relationships among statewide boards and their constituents.

Keynoter Lord Asa Briggs, Provost, Worcester College, Oxford University, England, perceptively and eloquently indicated the international scope of the dilemmas facing those governing and administering higher education during a time of pressure for public accountability created by lowering enrollments and funding restraints. The national views of the present conditions in postsecondary education were equally interesting and informative, covering areas such as institutional response to fiscal stress, the role of trustees and regents in response to such stress, shared objectives of institutional trustees and statewide boards, and the faculty perspective.

The town meeting format of an open forum at the close of the seminar was especially lively because of the general participation of the attendees, producing several "memorable quotations" included with those of the speakers that are presented in this report. As two of the ladies said: "The job of statewide boards is to think the unthinkable" and statewide meetings of all concerned with higher education, like the Oklahoma seminar, are needed because "what a 'fella' is generally down on is what he ain't up on."

The Oklahoma seminar was built on the strength and valuable contributions of three organizations: the Education Commission of the States, the State Higher Education Executive Officers and the Association of Governing Boards of Universities and Colleges. The attendees, and the readers of these notes, are the beneficiaries of their combined effort.

Louis Rabineau
Director
Inservice Education Program

AN EVALUATIVE MEMORANDUM

BY BICE CLEMOW

ON THE INSERVICE EDUCATION PROGRAM (IEP) INVITATIONAL SEMINAR FOR

MEMBERS OF STATEWIDE COORDINATING AND GOVERNING BOARDS

Afton, Oklahoma, August 11-12, 1980

The coming enrollment drought across many campuses of the United States and much of the western world will parch some programs, peel off some professors and imperil many marginal colleges. To explore ways in which the damage to institutions under their care might be mitigated, a hundred professional and lay leaders in higher education came to Afton, Oklahoma, from across the land to parley with specialists of their own species.

During two days of "Inservice Education" under the aegis of the State Higher Education Executive Officers (SHEEO) and the Education Commission of the States (ECS), members of statewide boards for higher education and their executive staffs heard about many interactive variable conditions. They also heard French Poet Paul Valéry quoted as saying, "The trouble with our times is that the future is not what it used to be." The name of the future, as they were frequently reminded during the two days at the 100-square-mile man-made lakeside resort at Afton called Shangri-la, is pervasive uncertainty. Moreover, that uncertainty will exist in what speaker Robert L. Lewis described as the common environment for college trustees and administrators: "the jungle of higher education."

## Variable Conditions for Higher Education

The variable conditions facing statewide board members and staffs are global, swinging on war and peace. They are national, regional, state and local. They are economic, demographic, cultural and political. They are traditional and transient, societal and personal. Upon the accommodation to these multiple variable factors rests the future of every college and university. Governance in higher education, it was clear from two days of shared experience and expert analysis, is not an exact science but a fragile, sophisticated and temperamental humanistic enterprise.

## Persistent Themes

If the IEP "students" came looking for pat management formulas, they had to settle for the doctrine of common sense. Given the variety of determinant variations, higher education governance experience reported by IEP speakers could be intriguing and suggestive without being necessarily replicable. There were, however, persistent themes from the diaries of higher education authorities and statewide governance and coordinating board and SHEEO members:

- Higher education is about long-range considerations "for producing people now who will really be able to contribute most effectively to society after quite a long interval" (Lord Asa Briggs). However, long-range planning is increasingly vulnerable to accelerating change.

- There is an appalling lack of respected national and state leadership in behalf of education, especially in the political sector. Foreshortening of horizons is in order.

- Accommodation to the decline in student age population, to the shifting mix of employment needs and to inflationary pressures requires much more accurate statewide and local hard data widely shared and comprehended by governance and administrative personnel in higher education.

- Involvement of all concerned with policy and program changes and implementation--including especially faculty, students and the paying public--will maximize the effectiveness of change. "In a caring society like ours . . . the closer we are physically and emotionally to the people affected by our policy decisions, the more likely we are to protect them as long as we can" (Richard T. Ingram).

- Uncertainity is not a valid excuse for delaying programmatic changes.

- Program and personnel changes must be reassessed continuously.

- Accountability is not fulfilled by good accounting but most institutions should become more conscious of management.

- Uniformity and mediocrity can easily be mandated, but educational quality results from contagious high morale.

- The nation's higher educational plant is deteriorating. The transmission of newly developed knowledge calls for new technology. Maintenance has been deferred dangerously to protect faculty positions.

- Establishment of priorities must precede budget trimming, for across-the-board percentage paring is unresponsive to changing student needs.

- Enrollment-driven funding must give way to program funding.

- Lifelong learners will not substantially take up the slack in the drop in enrollments of the 18- to 25-year-old students.

- Institutional survival cannot be assumed.

- Autonomy and cooperation are not mutally exclusive, but at a time when the educational virtues and economies of coordination among public institutions (and among public and independent ones) are imperfectly perceived, fierce competition for survival of colleges and integrity of programs inhibits collectivism.

## Lord Asa Briggs: International Scope of Educational Dilemmas

Lord Asa Briggs of England outlined the international scope of the dilemmas for those governing and administering higher education at a time when lowering enrollments and a funding squeeze put on more explicit pressure for public accountability. Observing that higher education is viewed in Europe with "skepticism" to "hostility," he drew on his own experience, as he suggested all educators necessarily must, to counsel his American peers. Lord Briggs, provost of Worcester College, Oxford, has been head of the British Open University and a member of the University Grants Committee. He served for several years with the latter group, which receives a global sum from the government and allocates to individual institutions.

- Period of Uncertainty

  From his chores, Lord Briggs sensed a "period of uncertainty in the world about the relationship between education, society, government and culture," a period itself of uncertain duration. In Great Britain these relationships carry with them "a certain amount of mystery," which by common law even parliamentary inquiry cannot penetrate. He indicated national funding of higher education in Great Britain has gone from an early period of "going on hunch"; through a sophisticated form of five-year planning based on existing costs of maintenance per student teaching costs and research and development costs; to a present system of carefully determined institutional cost limits.

- Need for Psychologically Sound Understanding

  In Lord Briggs' view, higher education planning calls more for psychologically sound understanding than for mere statistics. He said that because everything in education, as in all government and society, is linked with everything else, sound governance calls for: (1) enlightened oversight, since no matter how precisely government identifies its objectives for higher education, the outcome will depend upon the cooperation of people within the institutions; (2) informed insight, since communication within and without institutions and systems is limited in all our socities; (3) foresight, since the notion that if you just keep on funding things they will improve cannot today be so confidently assumed; and finally; (4) hindsight, "so you can be sure that you are accountable to your whole society for what it is you are doing."

- Revised Premises for Unexpected Program Preferences

  Lord Briggs recalled that the premises undergirding the launching of the Open University in Great Britain had to be revised in response to unexpected program preferences. This led to a whole battery of educational techniques of which television courses was simply the most avant-garde. Confessing there are only about 25 leaders in all of Europe who can speak with authority and be listened

to about higher education, Lord Briggs said, "We must all be concerned with creating a solid bloc of people in all our societies who are concerned with getting the relationship of government and higher education right." He stressed that such blocs can promote quality in higher education through the building of morale within the profession to help it weather the problems of enrollment and funding declines.

## Lyman A. Glenny: Response to Fiscal Stress

A detailed analysis by University of California Professor Lyman A. Glenny, of his study of response to fiscal stress by 10 California institutions, set the IEP slate for much of what was said at Shangri-la. He suggested that the scale and variety of demographic shifts are little comprehended. For example, by the year 2000 about 80 percent of the seven million people in Los Angeles County will be Black or Chicano and many of them will be ill-prepared for college even if they have been graduated from high school. But the uncertainties, he pointed out, particularly in an inflating economy, contribute to a national mood of conservatism that infects presidential candidates and college students alike. The mood invades faculty now divided by a collective bargaining atmosphere, managers and employees.

- Uneven Enrollment Trends

  Uneven enrollment trends, with some colleges down as much as 40 percent and others up 10 percent, are a long-run affair of 10-15 years in Glenny's reckoning. Within institutions, he noted, "we don't and can't switch teachers" as customer demand for some disciplines expands (business administration up 60 percent) and for others declines (hard sciences down as much as 40 percent).

- Deterioration of Programs

  Those public institutions that are expanding are not having their growth adequately funded. For those contracting, Glenny cautioned that across-the-board budget cuts take funding from strong programs as well as from weak ones. He scored as an euphemism the drive for "preserving the integrity of the program" through status quo staffing when "it could mean simply holding the program together so students will have a place to go." He warned that many programs are deteriorating through elimination of part-time specialists, by cutting of administrative help and by counting on attrition. "People don't die selectively," he quipped. Glenny, suggesting a role for the statewide boards, said they should set guidelines for program changes and staff reductions, do wise and continuing monitoring through program review and then leave the actual adjustments to the individual institutions.

- Balancing Available Resources with Societal and Student Demand

Glenny advanced three ideas for consideration in the balancing of available resources with societal and student demand. Although the Carnegie Corporation is against it, Glenny said he has seen enrollment ceilings for public institutions reduce student "raiding" and some institutions have experimented with codes of fair recruitment practice for the same purpose. But he admitted that "codes are largely ignored when an institution gets into trouble." Legislatures, he suggested, could create a resource allocation reserve, three percent for example, for helping institutions "doing an exemplary job in reorganizing to maintain quality."

Richard Ingram: Role of Trustees and Regents

Richard T. Ingram, Vice President of the Association of Governing Boards (AGB), regretted that the Glenny account did not touch on the role of trustees and regents in the institutional response to stress. Ingram suspected that too often faculty and college administrations see the laymen as "individuals who should be kept as far as possible from the rigors of reduction, allocation and retrenchment decisions because: (1) they would be meddling in administrative matters, or (2) they do not understand academic programs and faculty personnel matters, or (3) they would unnecessarily delay good decisions by requiring more data and asking too many questions, or (4) all of the above."

Ingram cited in some detail a five-year planning document by President Joseph C. Burke of Plattsburg State University of New York. The university is planning to reduce enrollment approximately from 5,700 in 1980-81 to 5,300 in 1985-86 even though the current enrollment probably could be maintained. Burke writes that his plan "does not require what the state doesn't have to give." The state, Burke argues, should take the profit out of growth and cushion the impact of planned reductions by funding enrollment growth at 75 percent of cost in mature institutions and by deducting for decreased enrollment at 75 percent. He would allow internal reallocation of funds under planned enrollment reduction and require such reallocation, in addition to raising funds from other sources, if enrollment is allowed to increase. The plan indicates that state control should be exercised through educational post-audit rather than pre-audit and that faculty development should be encouraged in public institutions by seeking outside resources and by exchanging professorships with other institutions.

Robert Lewis: Shared Objectives

Ingram's good humor about governing boards was echoed by AGB Chairman Robert L. Lewis who said it is an "almost truth" to see trustees and education executives as at once "natural enemies," but the real truth is "that we are natural friends. . . and have a common objective. He told the executives "you can accomplish what you

want only through us (trustees)." The irony, according to Lewis, is that on-the-job training of trustees is slow and inadequate and that by default the presidents are the principal resource for preparing them; yet the presidents themselves are unprepared to train the trustees." But, Lewis added, "we are ready to be told . . . disabuse us of all fears (as we) grope for hope."

## Robert Berdahl: Goal of Deparochialization

Describing his role as that of a "sympathetic but cowardly observer, Robert Berdahl, then Chairman of the Department of Higher Education at the State University of New York at Buffalo, and currently with the College of Education, University of Maryland, put on his hat as a "card carrying faculty member" and argued that "deparochialization" of academic disciplies must be one key goal for any statewide board. That is made more difficult, he said, by the "we-they" cast of collective bargaining and a "zero sum mentality" among some faculty that for anything to be added something has to be taken away. Although faculty can be "stubborn mules," Berdahl thought they can be persuaded by objective statewide data, communicated directly to formal faculty governing boards, perhaps through a statewide advisory network. This could, he said, "bring out the self-policing potential within the faculty."

## E.T. Dunlap: Progress of IEP

At the wind-up of the sessions, Oklahoma's Executive Director of the Board of Higher Education, E.T. Dunlap, spoke as the IEP Planning Committee Chairman. Tracing the progress of IEP with W.K. Kellogg and Frost Foundations funding, he solicited an unanimous affirmation of the continuation of similar programs. The session ended with a long tribute of applause to Warren Hill, retiring Executive Director of ECS.

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Copies of Ingram's and Lewis' papers are available from: Dr. Louis Rabineau, Director, Inservice Education Program, Education Commission of the States, 1860 Lincoln Street, Suite 300, Denver, Colorado 80295.

## MEMORABLE QUOTATIONS FROM THE SEMINAR

"The job of statewide boards is to think the unthinkable."--Elizabeth H. Johnson, Oregon Educational Coordinating Commission.

"It is the new kid on the block who is having the greatest enrollment loss."--Lyman A. Glenny, University of California, Berkeley.

"What must be expected of government is a policy that enables the institutions themselves to get on with the job."--Lord Asa Briggs, Worcester College, Oxford.

"A high priority of education governance (in New York) is to improve the rate of high school completion."--Laura Chodos, New York Board of Regents.

"If academic inflation were to follow economic inflation, who would want to invest in it?"--Jane P. Burke, Alabama Commission on Higher Education.

"You can get flexibility only by cutting programs or faculty."--Lyman A. Glenny.

"Open meetings of statewide boards of education, public hearings and shared research serve to maintain the credibility of statewide boards . . . The name of the game is that boards of higher education must get involved in the legislation affecting higher education."--Allen R. Bares, State Senator, Louisiana.

"(Colleges and universities) are not sausage factories. It is important not to make the remedy worse than the disease."--Robert Berdahl, University of New York (Buffalo).

"If you want to stop the Propositions 13 and you want to do a job of coordinating, you've got to have the acceptance from the legislature."--Wendell W. Wood, Nebraska Coordinating Commission for Postsecondary Education.

"What the chief executive officer of a statewide board feeds to its members is what he wants you to know to solve his problems."--Lyman A. Glenny.

"(In recommending statewide meetings of all concerned with higher education) What a 'fella' is generally down on is what he ain't up on."--Virginia G. Young, Missouri Coordinating Board for Higher Education.

"(On the American Council on Education report downgrading the likelihood of substantial college enrollment declines) I was aghast that any reliable agency could have put it out."--Lyman A. Glenny.

## INSERVICE EDUCATION PROGRAM (IEP) SEMINAR

**Invitational Seminar for Members of Statewide Coordinating and Governing Boards**
**In Conjunction With the SHEEO 27th Annual Meeting**

**Sponsored by**
**INSERVICE EDUCATION PROGRAM (IEP) of**
**STATE HIGHER EDUCATION EXECUTIVE OFFICERS (SHEEO)**
**and the EDUCATION COMMISSION OF THE STATES (ECS)**
**and by the**
**ASSOCIATION OF GOVERNING BOARDS OF UNIVERSITIES AND COLLEGES (AGB)**

**August 11-12, 1980** **Shangri-la** **Afton, Oklahoma**

## PROGRAM

### *Monday, August 11, 1980*

- **Registration**

- **Reception**
  Host: Chancellor E. T. DUNLAP and the Oklahoma State Regents for Higher Education

- **Dinner**
  Presiding: JAMES M. FURMAN, SHEEO President and Executive Director, Board of Higher Education, Illinois

  **Relations Between Universities and Governments in Time of Increasing Accountability**
  Introduction: PAM PALMER, Chairperson, California Postsecondary Education Commission and Attorney at Law, Los Angeles

  Keynoter: Lord ASA BRIGGS, Provost, Worcester College, Oxford University, England

### *Tuesday, August 12, 1980*

- **Registration**

- **Breakfast**
  Presiding: ELIZABETH JOHNSON, Member, Oregon Educational Coordinating Commission and Chair, IEP Advisory Council
  Overview: LOUIS RABINEAU, Director, Inservice Education Program, Education Commission of the States

- **General Session**
  Presiding: GORDON WILLIS, Vice Chairman, State Council of Higher Education, Virginia

  **Institutional Reactions Under Conditions of Fiscal Stress**
  Presenter: LYMAN A. GLENNY, Professor of Higher Education, University of California, Berkeley

  **Questions and Answers**

- **Coffee Break**

- **Comments and Discussion**
  Commentators: LAURA CHODOS, Regent, Board of Regents, University of the State of New York
  RICHARD T. INGRAM, Vice President, Association of Governing Boards of Universities and Colleges (AGB), Washington, D.C.
  JANE BURKE, Member, Alabama Commission on Higher Education

- **Luncheon**
  Presiding: GERALDINE CARTER, Vice President, Minnesota Higher Education Coordinating Board, Minneapolis

- **General Session**
  Presiding: SCOTT E. ORBISON, Chairman, Oklahoma State Regents for Higher Education

  **How Might Statewide Boards Continue to Enhance Relationships With Their Constituents?**
  Discussants: ALLEN R. BARES, State Senator, Louisiana
  ROBERT BERDAHL, Chairman, Department of Higher Education, State University of New York at Buffalo
  ROBERT L. LEWIS, Chairperson, Association of Governing Boards of Universities and Colleges (AGB), Washington, D.C.
  WENDELL W. WOOD, Executive Committee, Nebraska Coordinating Commission for Postsecondary Education, Lincoln

  **Open Forum**

- **Town Meeting**
  Chairperson: E. T. DUNLAP, Chairperson, Inservice Education Program Planning Board and Chancellor, Oklahoma State Regents for Higher Education
  Commentator: ALLISON S. COWLES, Vice Chairwoman, Washington State Council for Postsecondary Education, Spokane

- **Reception**
  Hosts: State Higher Education Executive Officers (SHEEO) and Association of Governing Boards of Universities and Colleges (AGB)

- **Adjournment**

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**The Inservice Education Program is funded primarily by grants from the W. K. Kellogg Foundation and the Frost Foundation, with additional funds from ECS and SHEEO.**

LIST OF ATTENDEES

Shangri-la August 11-12, 1980 Afton, Oklahoma

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| ARMAGAST, Judy | Commissioner, Colorado Commission on Higher Education | 94 Monterey Ave.<br>Alamosa, CO 81101 |
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| COWLES, Allison S. | Vice Chairman Washington State Council for Postsecondary Educ. | E. 1727 20th<br>Spokane, WA 99203 |
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| DUESENBERG, ROBERT H. | Chairman, Missouri Coordinating Board for Higher Education | 400 South Fourth<br>St. Louis, MO 63166 |
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| GLADES, Margaret A. | Regent, Kansas Board of Regents | 801 N. Green<br>Yates Center, KS 66783 |
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| GRIFFITH, Charles I. | Chief, CSCE Branch<br>U.S. Department of Education | 400 Maryland Ave., S.W.<br>Room 3717 ROB<br>Washington, D.C. 20202 |
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